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EARTHQUAKE HAZARDS REDUCTION ACT OF 1977 AND FEDERAL FIRE PREVENTION AND CONTROL ACT OF 1974; AUTHORIZATIONS FOR FISCAL YEARS 1984 AND 1985

MAY 16, 1983.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed.

Mr. FUQUA, from the Committee on Science and Technology, submitted the following

REPORT

together with

ADDITIONAL AND MINORITY VIEWS

[To accompany H.R. 2465 which on April 11, 1983, was referred jointly to the Committee on Science and Technology and the Committee on Interior and Insular Affairs]

[Including cost estimate of the Congressional Budget Office]

The Committee on Science and Technology, to whom was referred the bill (H.R. 2465) to authorize appropriations for the Earthquake Hazards Reduction Act of 1977 and the Federal Fire Prevention and Control Act of 1974 for fiscal year 1984 and fiscal year 1985, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

The purpose of the bill is to authorize appropriations to carry out the Earthquake Hazards Reduction Act of 1977 and the Federal Fire Prevention and Control Act of 1974 during fiscal years 1984 and 1985 as follows:

Earthquake hazards reduction

Fiscal year:	
1984	$67,004,000
1985	70,354,200

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Fire prevention and control

Fiscal year:	
1984	$17,720,000
1985	18,606,000

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I. Background and Need

A. Earthquake Hazards Reduction Act of 1977

All or parts of 39 States lie in regions classed as having major or moderate seismic risk. Within these States, more than 70 million people are exposed to earthquake hazards of ground shaking, surface faulting, earthquake ground failures and tsunamis.

Congress found that a coherent earthquake hazards reduction program was needed so that this Nation could work in a rational way to reduce the damage done by earthquakes. Consequently, in 1977 the Congress responded to the problem posed by earthquakes by enacting the Earthquake Hazards Reduction Act of 1977 to reduce the risks to life and property from future earthquakes. The emphasis of the act is on prevention and preparedness as distinct from disaster relief.

The act established the national earthquake hazards reduction program [NEHRP], a multiagency effort to meet the congressional-

ly mandated objectives. The agencies involved are: the Federal Emergency Management Agency [FEMA]; U.S. Geological Survey [USGS]; National Science Foundation [NSF]; and the National Bureau of Standards [NBS]. The roles and responsibilities of these agencies are as follows:

FEMA has primary responsibility to plan and coordinate the NEHRP; assist States and local governments with earthquake mitigation and preparedness planning; cooordinate Federal activities in response to a declared earthquake emergency; and develop improved seismic construction codes, standards and practices.

USGS conducts and sponsors research on the nature of earthquakes, earthquake prediction, and induced seismicity. In addition, USGS evaluates geologic hazards, prepares seismic risk maps; evaluates earthquake predictions; and provides data on earthquakes.

NSF sponsors research on earthquake processes in its geophysics program and on earthquake engineering and socioeconomic implications of earthquakes in its civil and environmental engineering program. NSF's societal response program supports research on the responses of individuals, organizations, and communities to earthquakes and related hazards.

NBS contributes research on earthquake-resistant construction. It also provides technical assistance to other organizations in the development of design and construction provisions to reduce earthquake hazards in buildings.

Table 1 provides a breakdown of the fiscal year 1984 administration request by agency.

TABLE 1.—EARTHQUAKE HAZARDS REDUCTION BREAKDOWN OF FISCAL YEAR 1984—BUDGET REQUEST

[In millions of dollars]

	FEMA	USGS	NSF	NBS	Total
Earthquake strong motion program		1.2			1.2
Fundamental studies and data management		3.6	8.3		11.9
Hazard warning		.1			.1
Prediction		13.7			13.7
Induced seismicity		1.2			1.2
Hazard assessment		9.7			9.7
Engineering			16.7	0	16.7
Research for utilization			2.3		2.3
Preparedness and applications activity	3.7				3.7
Total	3.7	29.5	27.3	0	60.5

B. FEDERAL FIRE PREVENTION AND CONTROL ACT OF 1974

In 1973 the National Commission on Fire Prevention and Control released a comprehensive report on this Nation's fire problem, "America Burning." This historic report found that although fire prevention and control were primarily a local responsibility, the Federal Government had a significant role to play in meeting this national problem.

The Commission found that to the extent the Government was playing a role at all, it was fragmented among several Federal

agencies. Consequently, the Commission recommended the establishment of the National Fire Prevention and Control Administration, a Federal agency where the Nation's fire problem would be viewed in its entirety.

Following this report, Congress passed the Federal Fire Prevention and Control Act of 1974, which established the Fire Administration. Specifically set out as a part of the Administration were the National Fire Data Center and the National Fire Academy. The legislation also provided for a fire research center at NBS.

In 1978 Congress expanded the Administration's responsibilities to include coordinating Federal programs to combat arson. In 1979, the USFA was made part of the newly created Federal Emergency Management Agency [FEMA] under the President's Reorganization Plan No. 3. As part of FEMA, the USFA has the responsibility to advise the FEMA Director on fire prevention, suppression, and hazard mitigation, and to serve as the lead Federal agency responsible for combating the fire problem.

Prior to fiscal year 1983, the Center for Fire Research [CFR], National Bureau of Standards received pass-through funding from the USFA. In fiscal year 1983 the Administration did not request funding for the USFA. However, the Administration did request funding for the entire CFR program within a separate bill, the NBS authorization bill. Congress did provide funds for the USFA in fiscal year 1983. Since fiscal year 1983, funding for the entire CFR program has remained within the NBS authorization bill.

The funding history for the Federal Fire Prevention and Control Act is provided below:

FIRE PREVENTION AND CONTROL ACT

[Appropriated Dollars]

	U.S. Fire Administration	National Fire Academy	Center for Fire Research	NETC [1]	Total
1980	$8,487,000	$8,808,000	[2] $3,894,000	.....	$21,189,000
1981	9,076,000	8,808,000	[2] 4,005,000	.....	21,889,000
1982	5,308,000	7,594,000	[2] 3,520,000	.....	16,422,000
1983	4,164,000	7,812,000	[3] 5,886,000	$1,356,000	19,218,000
1984 [4]	4,185,000	7,624,000	0	2,911,000	14,720,000

[1] Operating expenses for National Emergency Training Center (NETC) location of U.S. Fire Administration and National Fire Academy, Emmitsburg, Md.
[2] Passthrough funding from U.S. Fire Administration budget to Center for Fire Research, National Bureau of Standards.
[3] Direct appropriation from National Bureau of Standards, Center for Fire Research; pass-thru funding is no longer within the USFA budget.
[4] Administration requests for fiscal year 1984.

II. Summary of Committee Actions

A. LEGISLATIVE HISTORY

The Subcommittee on Science, Research and Technology held a hearing on the Earthquake Hazards Reduction Act on March 15, 1983, with witnesses from academia, and the local, State and Federal levels. On March 16, 1983, the subcommittee held a hearing on the Federal Fire Prevention and Control Act. Witnesses from several fire service organizations, academia, local government and Federal Government appeared at the hearing.

On April 5, 1983, Mr. Walgren introduced the administration's recommendations for authorization of appropriations for the Earthquake Act (H.R. 2415) and the Fire Act (H.R. 2414).

The subcommittee met on April 7, 1983 and in lieu of considering H.R. 2414 and H.R. 2415, considered the chairman's recommendations. The recommendations incorporated authorization of the Earthquake and Fire Acts into one bill. The subcommittee ordered the recommendations reported without amendment, and ordered a clean bill reported and introduced.

A clean bill (H.R. 2465) was introduced by Mr. Walgren (for himself, Mr. Fuqua, Mr. Brown of California, Mr. Dymally, Mr. Torricelli and Mr. Boehlert) on April 11, 1983. H.R. 2465 was referred jointly to the Committees on Science and Technology and Interior and Insular Affairs.

On April 19, 1983, by voice vote, H.R. 2465 was ordered reported without amendment by the committee on Science and Technology.

The House Committee on Interior and Insular Affairs reported H.R. 2465 without amendment on May 4, 1983.

The Senate Committee on Commerce, Science and Transportation reported comparable bills, S. 820, the Earthquake Act authorization bill for fiscal year 1984 and S. 809, the Federal Fire Act authorization bill for fiscal year 1984, on March 22, 1983. Subsequently, the bills were passed on the Senate floor, April 7, 1983.

B. BUDGET TOTAL

The following committee actions are reflected in H.R. 2465:

Title I— National Earthquake Hazards Reduction Program

For fiscal year 1984, H.R. 2465 authorizes $3.705 million to FEMA to plan, coordinate, improve seismic codes, promote hazard awareness to State and local governments, and disseminate information; $35.524 million to the USGS for earthquake hazards and risk assessment, earthquake prediction, global seisomolgy, induced seismicity and the operation of seismic engineering programs; $27.3 million to the NSF to conduct fundamental studies, earthquake engineering, and policy research; and $0.475 million to the Center for Building Technology, NBS to conduct research and develop standards in the seismic design and construction of buildings. For fiscal year 1985, each authorization level is increased by 5 percent.

Title II—Federal Fire Prevention and Control Program

For fiscal year 1984, H.R. 2465 authorizes $17.720 million to FEMA to carry out the programs at the USFA and National Fire Academy. For fiscal year 1985, the authorization level is increased by 5 percent.

C. INCREASES IN H.R. 2465

The bill, as adopted by the committee, reflects the following increases in the President's budget:

Title I—Earthquake Program

The total authorization level for fiscal year 1984 is $67,004,000 ($6,475,000 above the administration's request).

The $6,475,000 increase includes:

Plus $6 million to U.S. Geological Survey for prediction and monitoring of San Andreas and other faults (bringing its budget to fiscal year 1984 base level); and

Plus $475,000 to National Bureau of Standards to reinstate the seismic codes and standards effort at the Center for Building Technology

Title II—Fire Program

The total authorization level for fiscal year 1984 is $17,720,000 ($3 million above the administration request).

The $3 million increase includes:

Plus $1 million to U.S. Fire Administration to enhance fire prevention education programs at the State and local level for groups of individuals who are particularly vulnerable to fire hazards;

Plus $1 million to U.S. Fire Administration to promote technology development programs—such development, testing and evaluation activities as in-place fire prevention systems of low cost and of increased reliability and effectiveness; methods of testing fire alarms and fire protection devices and systems on a noninterference basis; studies of the operation and management aspects of the fire services and activities that promote improvement of fire prevention and control efforts in rural and remote areas; and

Plus $1 million to the National Fire Academy to increase and improve information exchange: satellite and regional dissemination of research reports, special studies, education programs and courses to firefighters in the field and to other members of the fire service community.

Committee actions on the President's budget request for the Earthquake and Fire Acts are reflected on the table below:

EARTHQUAKE HAZARDS REDUCTION ACT AND FEDERAL FIRE PREVENTION AND CONTROL ACT AUTHORIZATION

[In millions of dollars]

	Fiscal year		H.R. 2465	Difference H.R. 2465/ administration
	1983 appropriation	1984 administration request		
Title I—Earthquake program:				
FEMA	3.100	3.705	3.705	0
USGS	34.545	29.524	35.524	+6.000
NSF:				
Engineering	17.300	19.000	19.000	0
Earth Sciences	7.500	8.300	8.300	0
Total	24.800	27.300	27.300	0
NBS (Center for Building Technology)	.475	0	.475	+.475
Total	62.920	60.529	67.004	+6.475
Title II—Fire program:				
FEMA USFA/Fire Academy	13.332	14.720	17.720	+3.000

EARTHQUAKE HAZARDS REDUCTION ACT AND FEDERAL FIRE PREVENTION AND CONTROL ACT AUTHORIZATION—Continued

[In millions of dollars]

	Fiscal year		H.R. 2465	Difference H.R. 2465/ administration
	1983 appropriation	1984 administration request		
Grand total	76.252	75.249	84.724	+9.475

Note.—Authorization of appropriations to the Federal Emergency Management Agency (FEMA), U.S. Geological Survey (USGS), National Science Foundation (NSF), and the National Bureau of Standards (NBS).

III. Committee Views

A. TITLE I—EARTHQUAKE PROGRAM

1. Federal Emergency Management Agency (FEMA)

The committee directs FEMA to strengthen its lead role by executing more dilligently the requirements of the Earthquake Hazards Reduction Act. The committee directs FEMA to establish an integrated management system for the earthquake program including staffing, the development of priorities and budgets and the performance of program evaluations.

The committee has seen evidence in this year's authorization hearing that FEMA has taken initial steps toward carrying out its leadership role in the national earthquake hazards reduction program. Signs of progress at FEMA include: establishment of a blue ribbon panel of experts to review the 5-year plan for the national earthquake hazards reduction program which should be sent to Congress soon; support for programs conducted by the Building Seismic Safety Council and Interagency Committee on Seismic Safety in Construction; and partial funding of the southern California earthquake preparedness project. The committee understands that FEMA has developed a Federal level response plan for a catastrophic earthquake.

However, the committee still finds that FEMA lacks qualified and sufficient staffing for the national earthquake hazards reduction program. FEMA needs to appoint someone of national stature to handle its lead agency responsibilities. The earthquake staff would act as an advocate within FEMA and be the spokesperson at the national level for the entire multidisciplinary effort. Without competent staff specifically designated to the earthquake program, within FEMA, the effort is without leadership.

The review of the national earthquake hazards reduction plan provides an excellent opportunity for FEMA to establish an intergrated management system for the national earthquake program. The national program should include the development of priorities, budgets and the performance of program evaluations.

The bill authorizes the earthquake program for 2 years with a 5-percent increase for fiscal year 1985. The committee plans to hold oversight hearings next year to assess the national earthquake program and critically evaluate FEMA's role.

2. U.S. Geological Survey (USGS)

The committee recommends a $6 million increase above the administration's request for the USGS earthquake program. The increase brings the USGS's earthquake budget to the fiscal year 1984 base level ($35,524,000). The $6 million would maintain the current level of theoretical and laboratory research on earthquakes and maintain the current level of monitoring networks in California, Utah, Nevada, and Washington.

The administration's request would cause reductions in the following areas:

Theoretical and laboratory research on earthquake prediction account for approximately two-thirds of the funding reduction; approximately 20 projects or studies on earthquake mechanisms and earthquake prediction methodologies would be discontinued.

A reduction would be made in earthquake prediction monitoring network along active faults in the western United States, primarily along the San Andreas Fault in California. Geodetic and crustal strain monitoring networks would be reduced by approximately 50 percent. Other geophysical and geochemical data sites will be discontinued by a similar proportion. The number of seismic monitoring sites in the western United States would be reduced by approximately 100 stations. The affected States are California, Utah, Nevada, and Washington.

Approximately 10 geologic field projects on earthquake potential in California, Nevada, Utah, and Washington would be discontinued. The impact would be in the extention of the time required to complete urban hazards assessments in these States. These assessments are built upon the data and results from the field work associated with earthquake potential studies.

The administration proposal to reduce the USGS effort comes at a time when the threat of a catastrophic earthquake in southern California is increasing and there is a greater need for support of the prediction program in that area.

On May 2, 1983, the city of Coalinga, Calif., experienced a strong earthquake which measured 6.1 on the Richter scale. This earthquake occurred along an unknown satellite fault about 20 miles east of the larger San Andreas Fault line. With limited resources the USGS has only been able to instrument major faults near the largest populated areas of California. Coalinga is located at the periphery of the USGS seismic monitoring network. Clearly, this recent earthquake indicates that the Nation needs to maintain earthquake prediction research.

Seismologists now have a firm quantitative estimate of the likelihood of a great earthquake on the San Andreas Fault line. It is possible that some of these same techniques will be applicable to areas in the central and eastern United States.

However the committee has heard evidence that this Nation is never going to predict earthquakes on any kind of a routine basis unless the U.S. develops an understanding of what is really going

on in the Earth. A cutback in the budget of the USGS would seriously retard the earthquake prediction research effort.

3. National Science Foundation

Several Federal agencies had conducted earthquake research before the enactment of the Earthquake Hazards Reduction Act of 1977. However, the Earthquake Act provided, in one place, a bill which showed the level of effort of all Federal agencies involved in the national earthquake hazards reduction program. Therefore, the entire act became a double authorization. The committee is concerned about the double authorization within the NSF and Earthquake Act authorization bills and will consider taking appropriate action to provide one authorization. However, the committee feels that it is wiser to see how well the earthquake and NSF bills progress before taking action.

4. Seismic codes and standards program at the Center for Building Technology [CBT], National Bureau of Standards

The committee recommends $475,000 to reinstate the seismic codes and standards effort at the CBT. The committee disagrees with the administration's proposal to eliminate the CBT in the fiscal year 1984 budget request. The CBT is the only Federal organization with the breadth and depth of expertise on earthquake engineering required for technical support of Federal activities for improvement of seismic design and construction practices.

The U.S. investment in construction is at a rate of $230 billion per year, with better than half of that in seismic regions. A report released by the National Research Council "Earthquake Engineering Research—1982" stated "The present U.S. effort in earthquake hazard reduction is inadequate to solve the earthquake problem in the foreseeable future, that is, to make cities, industries, and military facilities safe against earthquakes." Estimates have been made that 3,000 to 23,000 fatalities will occur when the next catastrophic earthquake hits California. Most of the deaths and injuries would occur because of the failure of manmade structures.

The Federal Government clearly has an important role in sponsoring research and development that could lead to mitigation of earthquake losses. A major goal of such efforts is improvement in building practices.

The National Bureau of Standards has been assigned the following continuing responsibilities:

> Provide technical support to the building community, including the Federal agencies involved in construction, "in continuing the development, testing, and improvement of model seismic design and construction provisions suitable for incorporation in local codes, standards (including federal standards) and practices.
>
> Perform research on performance criteria and supporting measurement technology for earthquake resistant construction.

Funding for the development of standards has generally been budgeted by FEMA, while funding for research is in the Department of Commerce's budget.

The CBT in conjunction with FEMA provides technical support to the Building Seismic Safety Council [BSSC] and the Interagency Committee on Seismic Safety in Construction [ICSSC]. The BSSC was established in 1979 as a nonprofit organization comprised of representatives of the public and private sectors whose purpose is to enhance the public's safety by providing a national forum to foster improved seismic safety provisions for use by the building community. The ICSSC was established in 1978 to improve the Federal sector's building practices. In 1981 under NBS leadership the ICSSC issued a draft seismic standard for new Federal buildings.

The committee applauds the progress that NBS, FEMA and the BSSC has made in reviewing and improving the document, "Tentative Provisions for the Development of Seismic Regulations for Buildings (1978)." This technical study pulls together 20 years of engineering research to improve seismic standards for building design. The CBT has provided strong technical support to BSSC in developing and reporting on the assessment of the tentative provisions in preparation for trial designs. The trial designs, now underway, will define the benefits and costs of new seismic design and construction practices. These studies will provide the foundation for communities, engineers and state and local governments to alter codes and standards for planning and design of buildings to increase seismic safety. The committee recommends that an increased commitment be made to the trial building designs using the "Tentative Provisions for the Development of Seismic Regulations for Buildings."

The Coalinga earthquake on May 2, 1983, is further evidence of the need for improvement in seismic design and construction practices. Estimates of total damage in Coalinga have been placed at $30 million. All of the 2,500 homes in the town were damaged to some degree and 25 percent were left uninhabitable. Authorizing funding of the CBT is essential to provide necessary research background for technical activities that the CBT conducts in support of the national earthquake hazards reduction program.

B. TITLE II—FIRE PROGRAM

1. U.S. Fire Administration [USFA]

The committee recommends a $2 million increase above the administration's request to enhance fire prevention education and technology development programs conducted at the USFA. Also, the committee urges the President to nominate an Administrator of the USFA to provide direction and guidance to the USFA's program.

The committee agrees with the National Fire Prevention and Control Commission which wrote "America Burning," that there needs to be more emphasis on fire prevention. The USFA was created to help State and local governments develop the most effective measures in reducing the incidence and destructiveness of fire. The committee has authorized an additional $1 million for programs that are directed to groups that are particularly vulnerable to fire hazards—the elderly, handicapped and minorities. The committee directs the USFA to sponsor and encourage research, testing, and

experimentation to determine the most effective means of developing this program.

Also, the committee authorizes an additional $1 million to promote technology development programs—such development, testing and evaluation activities as in-place fire prevention systems of low cost and of increased reliability and effectiveness; methods of testing fire alarms and fire protection devices and systems on a noninterference basis; studies of the operation and management aspects of fire services and activities that promote improvement of fire prevention and control efforts in rural and remote areas. The USFA must continue its technology development program to make available improved suppression, protective, auxiliary, and warning devices incorporating the latest technology.

The USFA has been without an Administrator since November 1982. The Federal Fire Prevention and Control Act of 1974 (Public Law 93-498) mandates that there shall be a head of the USFA, appointed by the President, by and with the advice and consent of the Senate. The committee feels that an Administrator is needed to provide direction and focus to the Federal fire effort. The committee feels that the overall effectiveness of the USFA within FEMA and with local and State governments can be strengthened by the leadership of an Administrator.

H.R. 2465 authorizes the Federal Fire Prevention and Control Act for 2 years with a 5-percent increase for fiscal year 1985. The committee plans to hold oversight hearings next year to evaluate America's fire problem and to see what progress has been made by the USFA to carry out the mandates of the Fire Act.

2. National Fire Academy

The committee recommends a $1 million increase above the administration request to increase information transfer and exchange to firefighters and other members of the fire service community (trade associations, insurance companies, academia, code enforcement officials, city managers, architects and engineers). The committee believes that the National Fire Academy should be the conduit of information transfer and exchange to the firefighter in the field and to other members of the fire service community.

The committee found during authorization hearings that there is a great need to disseminate information generated at the Federal level to the field and to find out the needs of the fire service community.

The majority of firefighters in the Nation are volunteers and are usually unable to attend training classes at the Academy. The National Fire Academy must organize an aggressive effort to reach them through programs such as, regional and satellite dissemination efforts, and traveling road shows.

Also, the committee believes that the Academy is responsible for keeping the fire service community, and State and local governments aware of current research efforts aimed at reducing lethal effects and physical damage from fire. A newsletter might be a method for disseminating such research studies and results. Reports on the administration of code enforcement programs, emergency medical services, fire department administration, fire safety studies and master planning are vitally needed by the fire service

community. Adequate transfer and exchange of fire research results, fire data, special studies and education programs are crucial to reducing losses caused by fire in America.

3. Center for Fire Research (CFR)

The committee disagrees with the administration's proposal to eliminate the CFR. The CFR was created by the Federal Fire Prevention and Control Act. Since fiscal year 1983, the entire CFR program has been authorized within a separate bill, the National Bureau of Standards authorization bill. The CFR provides vital scientific and technical data and is an integral part of the Federal fire prevention and control effort.

CFR conducts the only comprehensive fire research program in the country. Its program is designed to provide the scientific basis for the prevention and control of all types of fires. The CFR program is the only technical effort in this country directed toward the problem of residential fires, which account for the majority of deaths and injuries in the United States. Except in special cases, the private sector has no incentive to conduct research into fire safety. Fire insurance underwriters deal with the protection of property. In those special cases where the private sector does conduct efforts to reduce fire losses, their activities are usually mission oriented and narrow in scope.

In addition to the work carried out on site, the CFR is the principal source of support for fundamental fire research throughout the United States. CFR supports the very core of the Federal fire effort and must not be eliminated.

4. Multihazard Research, Planning and Mitigation Program, FEMA

The committee recommends that FEMA continue its efforts to fully utilize information and planning in all the applicable emergency areas. Since research findings and knowledge gained in developing comprehensive mitigation and response plans for earthquakes may be applicable to other hazards, the committee directs FEMA to develop a multihazard mitigation and response plan to deal with the related problems.

In the fiscal year 1981 earthquake authorization bill (Public Law 96-472) the Congress authorized a new program to be included in the earthquake hazards reduction program. This was designated as the multihazard, research, planning and mitigation program. The committee is not authorizing a separate program within H.R. 2465, since FEMA has taken initial steps toward making this program a part of the earthquake hazards reduction program.

The Coalinga earthquake was a further example of the need for multihazard research, planning and mitigation programs for management of a disaster. As a result of the quake, there were fires, broken life safety and communication lines and unsafe buildings which precipitated large evacuations. The natural and manmade disasters to which FEMA will be called upon to respond might involve hazards similar to the secondary ones in Coalinga. Consequently, research, plans and mitigation efforts used for a quake might also be useful in the management of other hazards. As the agency responsible to respond to all types of declared national disasters, FEMA is in a unique position to draw upon a variety of

management plans to develop an integrated comprehensive approach for managing hazards.

The firefigher, usually the first responder to most emergencies, is an integral part of the multihazard research, planning and mitigation program. Since the USFA and National Fire Academy are a part of FEMA, FEMA is in a unique position to easily interface with the firefigher in its efforts to develop a comprehensive integrated approach to dealing with disasters. The use of a multihazard research, planning and mitigation program by FEMA, for the management of disasters, can result in the saving of lives, money, property, and resources.

IV. Section-By-Section Analysis

TITLE I—EARTHQUAKE HAZARDS REDUCTION PROGRAM

Section 101(a)

Authorizes $3,705,000, for the fiscal year ending September 30, 1984; and $3,890,250, for the fiscal year ending September 30, 1985, to the Director of FEMA to carry out sections 5 and 6 of the Earthquake Hazards Reduction Act.

Section 101(b)

Authorizes $35,524,000 for the fiscal year ending September 30, 1984; and $37,300,200 for the fiscal year ending September 30, 1985, to USGS for earthquake work.

Section 101(c)

Authorizes $27,300,000 for the fiscal year ending September 30, 1984; and $28,665,000 for the fiscal year ending September 30, 1985, to NSF for earthquake research.

Section 101(d)

Authorizes $475,000 for the fiscal year ending September 30, 1984; and $498,750 for the fiscal year ending September 30, 1985, to NBS for earthquake work.

Section 101(e)

Extends authorization for appropriation of further sums for salary adjustments required by law for each of the fiscal years ending September 30, 1984, and September 30, 1985.

TITLE II—FIRE PREVENTION AND CONTROL

Section 201

(1) Authorizes, $17,720,000 for the fiscal year ending September 30, 1984; and $18,606,000 for fiscal year 1985 to the USFA for fire prevention and control programs; and (2) authorizes such further sums as may be necessary in each of the fiscal years ending September 30, 1984, and September 30, 1985, for adjustments required by law in salaries, pay, retirement, and employee benefits. The funds authorized under this subsection are in addition to funds authorized in any other law for research and development at the Center for Fire Research, NBS.

V. Changes in Existing Law Made by the Bill, As Reported

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

Section 7 of the Earthquake Hazards Reduction Act of 1977

SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

(a)(1) General.—There are authorized to be appropriated to the President to carry out the provisions of sections 5 and 6 of this Act (in addition to any authorizations for similar purposes included in other Acts and the authorizations set forth in subsections (b) and (c) of this section), not to exceed $1,000,000 for the fiscal year ending September 30, 1978, not to exceed $2,000,000 for the fiscal year ending September 30, 1979, and not to exceed $2,000,000 for the fiscal year ending September 30, 1980.

(2) There are authorized to be appropriated to the Director to carry out the provisions of sections 5 and 6 of this Act for the fiscal year ending September 30, 1981—

(A) $1,000,000 for continuation of the Interagency Committee on Seismic Safety in Construction and the Building Seismic Safety Council programs,

(B) $1,500,000 for plans and preparedness for earthquake disasters,

(C) $500,000 for prediction response planning,

(D) $600,000 for architectural and engineering planning and practice programs,

(E) $1,000,000 for development and application of a public education program,

(F) $3,000,000 for use by the National Science Foundation in addition to the amount authorized to be appropriated under subsection (c), which amount includes $2,400,000 for earthquake policy research and $600,000 for the strong ground motion element of the siting program, and

(G) $1,000,000 for use by the Center for Building Technology, National Bureau of Standards in addition to the amount authorized to be appropriated under subsection (d) for earthquake activities in the Center.

(3) There are authorized to be appropriated to the Director for the fiscal year ending September 30, 1982, $2,000,000 to carry out the provisions of sections 5 and 6 of this Act.

(4) There are authorized to be appropriated to the Director, to carry out the provisions of sections 5 and 6 of this Act, $1,281,000 for the fiscal year ending September 30, 1983.

(5) There are authorized to be appropriated to the Director, to carry out the provisions of sections 5 and 6 of this Act, for the fiscal year ending September 30, 1984, $3,705,000, and for the fiscal year ending September 30, 1985, $3,890,250.

(b) Geological Survey.—There are authorized to be appropriated to the Secretary of the Interior for purposes for carrying out, through the Director of the United States Geological Survey, the

responsibilities that may be assigned to the Director under this Act not to exceed $27,500,000 for the fiscal year ending September 30, 1978; not to exceed $35,000,000 for the fiscal year ending September 30, 1979; not to exceed $40,000,000 for the fiscal year ending September 30, 1980; $32,484,000 for the fiscal year ending September 30, 1981; $34,425,000 for the fiscal year ending September 30, 1982; [and] $31,843,000 for the fiscal year ending September 30, 1983; *$35,524,000 for the fiscal year ending September 30, 1984; and $37,300,200 for the fiscal year ending September 30, 1985.*

(c) NATIONAL SCIENCE FOUNDATION.—To enable the Foundation to carry out responsibilities that may be assigned to it under this Act, there are authorized to be appropriated to the Foundation not to exceed $27,500,000 for the fiscal year ending September 30, 1978; not to exceed $35,000,000 for the fiscal year ending September 30, 1979; not to exceed $40,000,000 for the fiscal year ending September 30, 1980; $26,600,000 for the fiscal year ending September 30, 1981; $27,150,000 for the fiscal year ending September 30, 1982; [and] $25,000,000 for the fiscal year ending September 30, 1983; *$27,300,000 for the fiscal year ending September 30, 1984; and $28,665,000 for the fiscal year ending September 30, 1985.*

(d) NATIONAL BUREAU OF STANDARDS.—To enable the Bureau to carry out responsibilities that may be assigned to it under this Act, there are authorized to be appropriated $425,000 for the fiscal year ending September 30, 1981; $425,000 for the fiscal year ending September 30, 1982; [and] $475,000 for the fiscal year ending September 30, 1983; *$475,000 for the fiscal year ending September 30, 1984; and $498,750 for the fiscal year ending September 30, 1985.*

(e) FUNDS FOR CERTAIN REQUIRED ADJUSTMENTS.—For each of the fiscal years ending September 30, [1982 and] *1982,* September 30, 1983, *September 30, 1984, and September 30, 1985,* there are authorized to be appropriated such further sums as may be necessary for adjustments required by law in salaries, pay, retirement, and employee benefits incurred in the conduct of activities for which funds are authorized by the preceding provisions of this section.

SECTION 17 OF THE FEDERAL FIRE PREVENTION AND CONTROL ACT OF 1974

AUTHORIZATION OF APPROPRIATIONS

SEC. 17. (a) There are authorized to be appropriated to carry out the foregoing provisions of this Act, except as otherwise specifically provided, with respect to the payment of claims, under section 11 of this Act, an amount not to exceed $25,210,000 for the fiscal year ending September 30, 1980, which amount includes—

(1) $4,781,000 for programs which are recommended in the report submitted to the Congress by the Administrator pursuant to section 24(b)(1);

(2) $9,430,000 for the National Academy for Fire Prevention and Control;

(3) $307,000 for adjustments required by law in salaries, pay, retirement, and employee benefits;

(4) $500,000 for additional rural firefighting technical assistance and information activities;

(5) $500,000 for the study required by section 26 of this Act; and

(6) $110,000 for the study required by section 27 of this Act.

(b) There are authorized to be appropriated for the additional administrative expenses of the Federal Emergency Management Agency, which are related to this Act and which result from Reorganization Plan Numbered 3 of 1978 (submitted June 19, 1978) and related Executive orders, an amount not to exceed $600,000 for the fiscal year ending September 30, 1980.

(c) There are authorized to be appropriated to carry out this Act, except as otherwise specifically provided with respect to the payment of claims under section 11 of this Act, an amount not to exceed $23,814,000 for the fiscal year ending September 30, 1981, which amount includes—

(1) not less than $1,100,000 for the first year of a three-year concentrated demonstration program of fire prevention and control in two States with high fire death rates;

(2) not less than $2,575,000 for rural fire prevention and control; and

(3) not less than $4,255,000 for research and development for the activities under section 18 of this Act at the Fire Research Center of the National Bureau of Standards, of which not less than $250,000 shall be available for adjustments required by law in salaries, pay, retirement, and employee benefits.

The funds authorized in paragraph (3) shall be in addition to funds authorized in any other law for research and development at the Fire Research Center.

(d) Except as otherwise specifically provided with respect to the payment of claims under section 11 of this Act, to carry out the purposes of this Act, there are authorized to be appropriated—

(1) $20,815,000 for the fiscal year ending September 30, 1982, and $23,312,800 for the fiscal year ending September 30, 1983, which amount shall include—

(A) such sums as may be necessary for the support of research and development at the Fire Research Center of the National Bureau of Standards under section 18 of this Act, which sums shall be in addition to those funds authorized to be appropriated under the National Bureau of Standards Authorization Act for fiscal years 1981 and 1982; and

(B) $654,000 for the fiscal year ending September 30, 1982, and $732,480 for the fiscal year ending September 30, 1983, for executive direction by the Federal Emergency Management Agency of program activities for which appropriations are authorized by the subsection; and

(2) such further sums as may be necessary in each of the fiscal years ending September 30, 1982, and September 30, 1983, for adjustments required by law in salaries, pay, retirement, and employee benefits incurred in the conduct of activities for which funds are authorized by paragraph (1) of this subsection.

The funds authorized under section 18 shall be in addition to funds authorized in any other law for research and development at the Fire Research Center of the National Bureau of Standards.

(e) Except as otherwise specifically provided with respect to the payment of claims under section 11 of this Act, to carry out the purposes of this Act, there are authorized to be appropriated—

(1) $17,720,000 for the fiscal year ending September 30, 1984, and $18,606,000 for the fiscal year ending September 30, 1985; and

(2) such further sums as may be necessary in each of the fiscal years ending September 30, 1984, and September 30, 1985, for adjustments required by law in salaries, pay, retirement, and employee benefits incurred in the conduct of activities for which funds are authorized by paragraph (1) of this subsection. The funds authorized under this subsection shall be in addition to funds authorized in any other law for research and development at the Fire Research Center of the National Bureau of Standards.

VI. Oversight Activities

Pursuant to rule XI, clause 2(1)(3)(A), and under the authority of rule X, clause 2(b)(1) and clause 3(f), of the Rules of the House of Representatives, the following statement on oversight activities is made.

The commitee's oversight findings and recommendations are contained in the body of this report.

VII. Oversight Findings and Recommendations by the Committee on Government Operations

Pursuant to rule X, clause 2(b)(2) and rule XI, clause 2(1)(3)(d) of the Rules of the House of Representatives, the following oversight findings and recommendations made by the Committee on Government Operations have been received: No statement of findings and recommendations was received as of May 1, 1983.

VIII. Congressional Budget Act Information

The bill provides for new authorization rather than new budget authority and consequently the provisions of section 308(a) of the Congressional Budget Act of 1974 are not applicable.

IX. Cost Estimate—Congressional Budget Office

U.S. Congress,
Congressional Budget Office,
Washington, D.C., April 22, 1983.

Hon. Don Fuqua,
Chairman, Committee on Science and Technology, U.S. House of Representatives, Rayburn House Office Building, Washington, D.C.

Dear Mr. Chairman: Pursuant to section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for H.R. 2465, a bill to authorize appropriations for the Earthquake Hazards Reduction Act of 1977 and the Federal Fire Prevention and Control Act of 1974 for fiscal year 1984 and fiscal year 1985, and for other purposes.

Should the committee so desire, we would be pleased to provide further details on this estimate.

Sincerely,

JAMES BLUM
(For Alice M. Rivlin, Director).

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE, APRIL 22, 1983

1. Bill number: H.R. 2465.

2. Bill Title: A bill to authorize appropriations for the Earthquake Hazards Reduction Act of 1977 and the Federal Fire Prevention and Control Act of 1974 for fiscal year 1984 and fiscal year 1985, and for other purposes.

3. Bill status: As ordered reported by the House Committee on Science and Technology, April 19, 1983.

4. Bill purpose: This bill authorizes the appropriation of funds for fiscal years 1984 and 1985 for activities authorized by the Earthquake Hazards Reduction Act of 1977 and the Fire Prevention and Control Act of 1974. The bill authorizes a total of $67,004,000 for fiscal year 1984 and $70,354,200 for fiscal year 1985 for programs authorized by the Earthquake Hazards Reduction Act of 1977 and $17,720,000 for fiscal year 1984 and $18,606,000 for fiscal year 1985 for programs authorized by the Federal Fire Prevention and Control Act of 1977. In addition to the specific sums authorized for programs authorized by the Federal Fire Prevention and Control Act of 1977, the bill authorizes the appropriation of such sums as may be necessary for adjustments required by law in salaries, pay, retirement, and employee benefits.

5. Estimate cost to the Federal Government:

[By fiscal years, in million of dollars]

	1984	1985	1986	1987	1988
Estimated authorization level	85.4	90.3			
Estimated outlays	49.4	77.6	35.9	10.8	1.8

The costs of this bill fall primarily within budget function 450.

Basis of estimate: For the purposes of this estimate, it was assumed that funds authorized by the bill are appropriated prior to the start of each fiscal year and that all funds would be obligated and disbursed at rates similar to recent experience at the Federal Emergency Management Agency and other responsible agencies. Approximately $0.7 million for fiscal year 1984 and $1.3 million for fiscal year 1985 have been added to the amounts specified by the bill to cover the pay and benefits adjustments authorized by the bill, based on CBO baseline projections for such increases.

6. Estimated cost to State and local governments: None.

7. Estimate comparison: None.

8. Previous CBO estimate: On March 24, 1983, the Congressional Budget Office prepared a cost estimate for a bill to authorize appropriations for the Federal Fire Prevention and Control Act of 1974, as ordered reported by the Senate Committee on Commerce, Science, and Transportation. That bill authorized $14.7 million for

fiscal year 1984, and $15.5 million for 1985 for programs authorized by the Federal Fire Prevention and Control Act of 1974.

On March 23, 1983, the Congressional Budget Office prepared a cost estimate for a bill to amend the Earthquake Hazards Reduction Act of 1977 by authorizing the appropriation of $61 million in fiscal year 1984, $65.7 million in fiscal year 1985 and $70.7 million in fiscal year 1986 for programs authorized by the act.

9. Estimate prepared by: Linwood Lloyd.

10. Estimate approved by: C. G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis.)

X. Cost and Budget Data

The bill would authorize appropriations for fiscal year 1984 in the amount of $84.724 million for the earthquake hazards reduction program conducted at FEMA, USGS, NSF, and NBS and the fire prevention and control program conducted at FEMA within the USFA and National Fire Academy. If these programs authorized under this bill remain unchanged over the next 5 years, there will only be changes occasioned by inflation at the rate of 5 percent per year under the best current estimates of the committee. These programs and policies within FEMA, USGS, NSF, and NBS may undergo changes which could substantially increase or decrease the earthquake hazards reduction, fire prevention and control and multihazard research, planning and mitigation programs over the next 5 years. When and how such changes might occur cannot be foreseen at this time.

XI. Effect of Legislation on Inflation

In accordance with rule XI clause 2(l)(4) of the Rules of the House of Representatives, this legislation has been assessed to have no detectable inflationary impact on prices and costs in the national economy in the immediate future. Over the longer term, the programs in earthquake hazard reduction, fire prevention and control and multihazard research, planning and mitigation should decrease pressures on costs and prices by reducing loss of property, disruption of the businesses community, and medical losses associated with fires, earthquakes, and other man-made and natural hazards. In addition, the research sponsored by this authorization should lead to more efficient and effective operations of the nation's emergency planning, response and fire services thus reducing unnecessary costs to cities, towns, and States.

XII. Committee Recommendation

The bill was ordered reported on April 19, 1983 by voice vote, a quorum being present.

XIII. Administration Views

The following letter from the Office of the Secretary of the Interior accompanied a draft legislative proposal recommended by the administration for the earthquake hazards reduction program.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 1, 1983.

Hon. THOMAS P. O'NEILL, Jr.,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: There is enclosed a draft bill, "To amend section 7 of the Earthquake Hazards Reduction Act of 1977 (42 U.S.C. 7706) to extend authorizations for appropriations, and for other purposes."

We recommend that the draft bill be introduced, referred to the appropriate committee for consideration, and enacted.

These proposed amendments to the Earthquake Hazards Reduction Act of 1977 would authorize appropriations for the amounts requested in the President's budget for fiscal year 1984, and for "such sums as may be necessary to carry out the purposes" of the act for fiscal years 1985 and 1986. The amendments would allow a 3-year continuation of existing efforts under the act by the Federal Emergency Management Agency, the U.S. Geological Survey, and the National Science Foundation.

The objective of the Earthquake Hazards Reduction Act of 1977, to "reduce the risks of life and property from further earthquakes in the United States," is necessarily long range. For example, studies evaluating and delineating earthquake hazards have been conducted for a number of years. As a result, we have today a much greater understanding of the threat of earthquakes. We are making progress in the forecasting of earthquakes and the mitigation of earthquake hazards. However, further research and monitoring are needed over the next few years. We believe that the 3-year authorization for appropriations in this draft bill will enhance multiyear planning and will provide the program stability that will best assure attainment of the act's objective of earthquake hazards reduction.

The Office of Management and Budget has advised that this legislative proposal is in accord with the program of the President.

Sincerly,

J. ROBINSON WEST,
Assistant Secretary.

Enclosure.

A BILL To amend section 7 of the Earthquake Hazards Reduction Act of 1977 (42 U.S.C. 7706) to extend authorizations for appropriations, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States in Congress assembled, That section 7(a)(4) of the Earthquake Hazards Reduction Act of 1977 (hereinafter referred to as the "Act") (42 U.S.C. 7706) is amended by striking out the period at the end thereof and by inserting in lieu "; for the fiscal year ending September 30, 1984, $3,705,000; and for the fiscal years ending September 30, 1985 and September 30, 1986, such sums as may be necessary to carry out the purposes of this Act.".

SEC. 2. Section 7(b) of the Act is amended by striking out "and" after "1982;" and by inserting "; $29,524,000 for the fiscal year ending September 30, 1984; and such sums as may be necessary to carry out the purposes of this Act for the fiscal years ending September 30, 1985 and September 30, 1986" before the period at the end thereof.

SEC. 3. Section 7(c) of the Act is amended by striking out "and" after "1982;" and by inserting "; $27,300,000 for the fiscal year ending September 30, 1984; and sums as may be necessary to carry out the purposes of this Act for the fiscal years ending September 30, 1985 and September 30, 1986" before the period at the end thereof.

The following letter from the Federal Emergency Management Agency accompanied a draft legislative proposal recommended by the administration for the Federal fire prevention and control program.

FEDERAL EMERGENCY MANAGEMENT AGENCY,
Washington, D.C., February 1, 1983.

Hon. THOMAS P. O'NEILL, Jr.,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: Enclosed is proposed legislation "To authorize appropriations for activities under the Federal Fire Prevention and Control Act of 1974, and for other purposes."

The proposed legislation authorizes appropriations for the fire prevention and control activities carried out by the Federal Emergency Management Agency, including the activities in connection with training carried out at the National Fire Academy at the National Emergency Training Center. The amount requested is $14,720,000 which is the amount contained in the President's budget. The legislation also authorizes appropriations for such sums as may be necessary for fiscal year 1985.

The Federal Fire Prevention and Control Act of 1974, as amended, has as its objectives the reduction of the Nation's losses caused by fire through better fire prevention and control; the supplementing of existing programs of research, training, and education; and the encouragement of new and improved fire prevention and control activities by State and local governments.

The new appropriations authorized hereunder will provide for the continuation of programs now being carried out.

The Office of Management and Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this legislation to the Congress and that its enactment would be in accord with the program of the President.

Sincerely,

GEORGE W. JETT,
General Counsel.

Enclosure.

A BILL To authorize appropriations for activities under the Federal Fire Prevention and Control Act of 1974, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That: Section 17 in the Federal Fire Prevention and Control Act of 1974 (15 U.S.C. 2216) as amended, is further amended by adding thereto the following subsection (e):

"(e) Except as otherwise specifically provided with respect to the payment of claims under section 11 of this Act, there is authorized to be appropriated $14,720,000 for the fiscal year ending September 30, 1984. There are further authorized to be appropriated such sums as may be necessary for the fiscal year ending September 30, 1985."

XIV. ADDITIONAL MINORITY VIEWS ON H.R. 2465 BY HON. SHERWOOD L. BOEHLERT

I wish to express my unreserved support for the programs conducted at the U.S. Fire Administration, and the National Fire Academy under FEMA, and for the continued research at the Center for First Research (CFR). All of these programs aid substantially in the ability of this Nation to combat the loss of lives, of personal property, and of our natural resources from destruction due to fire.

In particular, I support a vibrant and enchanced effort by the National Fire Academy to step-up the dissemination of information to our Nation's communities for prevention and control of fire. Of particular concern to me is that our firefighters obtain the best available fire safety equipment, fire data, and research results as they strive to save the lives of our citizens. Coupled with this, initiatives through the efforts of CFR and FEMA could enhance the use of some sprinkler systems, another necessary step toward fire prevention and safety.

Finally, I join my colleagues on both sides of the aisle in supporting initiatives underway at FEMA tc set up a National Fire Prevention Program.

SHERWOOD L. BOEHLERT.

XV. MINORITY VIEWS ON H.R. 2465

We wish to focus our comments on the committee action taken to reauthorize the Federal Fire Prevention and Control Act of 1974. There was no disagreement on either side of the aisle that the President's request of $14.7 million for these programs was an admirable compromise given the proposal in fiscal year 1983 to eliminate these programs. The National Fire Academy and U.S. Fire Administration (USFA) should be commended for the quick and prudent actions taken to preserve and reinstate the Federal fire program in FEMA during the difficult 1983 fiscal year.

We acknowledge that more can always be done in the U.S. Fire Administration and the Fire Academy to help prevent and protect the citizens of our nation from the perils of fire. Therefore, the Minority offered an amendment to increase the agency's fiscal year 1984 budget by 7 percent ($1 million). This increase was to be used to advance a cost sharing program with private communities for residence sprinkler programs and to bring the first phase of a national fire prevention effort into implementation.

In addition, the minority amendment provided $500,000 to the National Fire Academy to increase and improve information/exchange through satellite and regional dissemination of research reports, special studies, training/education programs and courses for firefighters and allied services in the field.

While we agree wholeheartedly with the majority on the necessary role that FEMA should play in fire control and prevention, we disagree with the excessive funding level of the committee request. The majority proposed a 20 percent increase ($3 million) in funding. We believe that this is too high an increase given the reduced funding experienced in fiscal year 1983. We feel FEMA could not spend such a large increase productively in fiscal 1984.

The minority would like to see FEMA move aggressively with a residence sprinkler program in conjunction with present efforts to prepare for a national fire prevention effort. We expect that the additional moneys provided by the committee could be used productively for this purpose.

Finally, the minority wishes to reiterate the strong feeling of the committee that FEMA move expeditiously with the appointment of an Administrator for the USFA, as required by law (Public Law 93-498). This position has been vacant since November 1982.

LARRY WINN, Jr.
ROBERT S. WALKER.
F. JAMES SENSENBRENNER, Jr.
JUDD GREGG.
JOE SKEEN.
CLAUDINE SCHNEIDER.
BILL LOWERY.
ROD CHANDLER.
HERBERT H. BATEMAN.
ALFRED A. MCCANDLESS.
TOM LEWIS.

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